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Annex "A," Subparagraph 1q,
Sociological Background

PUBLIC WELFARE

I. INTRODUCTION

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746 Under the Nationalist Government during the war years (1937-1945), the first and foremost agency in the work of public welfare was the National Relief Commission. It was the pivot upon which China's machinery of relief and rehabilitation depended. Through its various efforts from 1938 to 1944, some 30 million war and famine refugees were benefited.[1] In addition to immediate war and disaster relief, it operated clinics, occupational relief works, and organizations for the training and care of children. A number of private and semi-private welfare and relief agencies were also active, most of them founded to meet war-time needs.[2] For women and children, there were the National Association for Refugee Children, the National Child Welfare Association of China, and the Women's Advisory Council. For servicemen, there were the Friends of the Wounded Society and the YMCA Emergency Service to Soldiers. And for general war work there were the China Wartime Relief Association and the National Chinese Women's

1. China Handbook 1937-1945 compiled by Chinese Ministry of Information, New York, MacMillan, 1947, pp. 521-37.
2. Ibid.

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657 746 Association for War Relief. Foreign agencies such as the United China Relief and the American Red Cross in China, and British and Canadian contributions distributed through various media, also helped to aid China in her distress.

The Ministry of Social Affairs as a department under the Executive Yuan of the Nationalist Government was established in November 1940. Throughout the 1940's, during the war years in Chungking as well as in the postwar years in Nanking, this ministry led and guided the development of public welfare and helped to co-ordinate the work of the relief and welfare organizations. The following chart will give some idea of the state of public welfare in 1947 in East China.[3]

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3. Chung-hua Min-kuo T'ung-chi Nien-chien [Statistical Yearbook of China], Nanking, Bureau of Statistics, 1948, pp. 365-72.

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RELIEF AND WELFARE ORGANIZATIONS IN EAST CHINA

June 1947

Province	Relief Organizations	Farmers' Welfare Societies	Child Welfare Units	Social Service Offices	Employment Agencies	
					Independent	Auxiliary
Kiangsu	12		21	7	1	
Chekiang	202	30	136	168	21	20
Anhwei	54	20	37	18	2	
Shantung	1		1	2	1	1
Fukien	218	41	130	337	31	
Nanking	15		10	1	1	1
Shanghai	95		107	1	2	1
Tsingtao	97	1	33			
Total	694	92	475	534	59	23

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731 As to man-made disasters, one report claims that during five years of Communist control more than 200,000 people lost their lives in Shanghai alone through such Communist drives as the Three-Anti and Five-Anti campaigns and the counterrevolutionary purges. Another 640,000 of the city's population are reported to have been jailed or sent to labor camps.[10]

III. COMMUNIST RELIEF AND WELFARE ORGANIZATIONS

746 Following the Hwai River flood of 1949, the Central Relief Committee was formed (February 1950) under the Government Administration Council as a temporary but integral part of the Ministry of Internal Affairs. Later, similar committees were set up in the provinces and municipalities. Their existence, on the whole, has been in name only, according to an anti-Communist report, and it is asserted that they have accomplished little relief work.[11]

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10. Ch'ün-mo Luan-wu Ti Shang-hai-shih [Shanghai Where the Demons Dance in Confusion], Taipei, 6th Section of the Central Committee of the Nationalist Party, 1954, p. 38.

11. Relief Work Under the Chinese Communists (pp. 5-6), published in Taipei, lists all the welfare organizations described in this study. Reference to the same organizations are to be found in Jen-min Shou-ts'e [People's Handbook], 1955, a Chinese Communist source.

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747 During the convention of the All-China People's Relief Conference in April 1950, the People's Relief Administration of China was organized as the successor to the China Liberated Areas Relief Administration. This was not a government department but a "People's" organization. Soong Ching-ling (Sung Ch'ing-ling or Madame Sun Yat-sen) was elected chairman. This organization took over all charities sponsored by the United States after the outbreak of the war in Korea, and four years later was reported to be maintaining branch offices in twenty-three large cities throughout China. In the East China Region, branch offices have been established in Shanghai, Nanking, Hangchow, Foochow, Wu-hu, Tsinan, and Tsingtao. There have been meetings and conferences, but the only actual relief work reported to date has been the collection in 1950 of 6,800,000 outfits of winter clothing for the flood refugees in northern Anhwei.[12]

746 Due to the seriousness of growing unemployment, the Labor Employment Committee was established in July 1952 under the Governmen Administration Council. Regional Labor Employment committees were established by August of the same year. Later, similar committees were formed on lower administration levels in

12. Jen-min Shou-ts'e 1955 [People's Handbook 1955], Tientsin, 1955, pp. 396-97.

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746 in the provinces, counties, and municipalities.[13]

747 The Red Cross Society of China has had a history of fifty years. In August 1950 the Communists assumed control and reorganized it under the leadership of the Ministry of Health. It has done more medical work than relief work, especially at construction projects where large numbers of laborers congregated.[14] In the East China Region, the ministrations of the reorganized Chinese Red Cross have been concentrated on the work sites of the Hwai River flood-control project in Anhwei and northern Kiangsu.

In June 1938, during the war of resistance against Japan, the China Defense League was founded in Hong Kong by Soong Ching-ling. It acted as a channel for international aid chiefly to bring medicine and relief to Communist bases. In 1941, its headquarters was moved to Chungking. After the establishment of the Chinese Communist regime, this organization changed its name to the China Welfare Institute (August 1950) with its headquarters at Shanghai.[15] Since January 1952, the China Welfare Institute has published an international, propaganda-disseminating, bi-monthly magazine in English -- China Reconstructs.

13. Relief Work Under the Chinese Communists pp. 6-8.
14. Ibid., p. 10.
15. Ibid., p. 8.

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747 The Chinese People's National Committee for the Protection of Children was formed on November 26, 1951 at Peking in response to the call issued at the Berlin conference of the International Federation of Democratic Women. The head of the Chinese organization is Soong Ching-ling. The principles of this committee, which include the promotion of child welfare, were defined as "anti-imperialism" and the "promotion of world peace."[16]

A group of professors in Shanghai founded the China Tuberculosis Prevention Association in 1948. The Communist regime established control over this organization and moved it to Peking. In August 1953, a conference of workers was called, and certain tasks and policies of the association were outlined. More than 100 tuberculosis prevention units throughout the country are said to be affiliated with this organization.[17]

IV. RELIEF AND RELIEF POLICIES

• 746 During the convention of the National People's Congress in Peking in September 1954, Hsieh Chieh-tsai, Minister of Intemal Affairs

16. People's Handbook, 1955, p. 396.
17. Ibid., pp. 397-98.

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of the Chinese Communist regime, made a report on the state of relief and welfare on the China Mainland. After alluding to the expanse and severity of natural calamities from 1949 to 1954, he reiterated the policies of the Chinese Communist Government in conducting relief work. The first effort was to mobilize the broad masses to work in the prevention of drought, frost, harmful insects, and floods. Secondly, when disaster struck, the people were expected to adopt measures to "help themselves through production," "to economize during the famine period," and "to offer mutual aid." Only when it was absolutely necessary would the government proffer outright relief.[18]

In duscussing public welfare and relief in Communist China, it is necessary to recognize how the Communists interpret certain common terms. The word relief, although generally taken to mean "money or necessaries given to people who are in need,"[19] to the Communists carries no implication of unconditional succor. Their basic relief policy, including emergency relief, is "self-help-through-production," and their basic relief method is the substitution of work for relief. From this the Chinese Communists have not deviated. As a matter of

18. Ibid., pp. 211-12.

19. Fairchild, H.P., Dictionary of Sociology and Related Sciences, Ames, Iowa, Littlefield, Adams, 1955, p. 255.

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946 fact, most of their projects for water conservation, road building, and the laying of railroad lines have drawn upon famine refugees who thus are expected to pay by labor for government efforts to prevent starvation.[20]

About the middle of 1950 the Chinese Communist government at Peking issued several documents concerning relief work. In the cities the problem of increasing unemployment was pressing, and in the rural areas famine was widespread. Shantung, northern Anhwei, and northern Kiangsu were among the areas most severely stricken by famine, and the migration into large cities of rural rufugees was a common sight. A set of provisions for the relief of the unemployed was promulgated by the People's Government in Peking.[21] (See chapter on Labor.) The unemployed were ordered to register. Following the central government directive, they were given work rather than direct relief under the policy of "self-help through-production," re-direction of workers into fields offering greater opportunity for employment, and help in returning to rural areas to assist in agricultural production.

20. Relief Work Under the Chinese Communist, pp. 9-12.

21. Kan-pu Hsüeh-hsi Tzu-liao Ti Shih-erh Chi [Cadres' Study Materials No. 12], Chinese Communist Party, Central Committee, South China Bureau, Canton, 1950, pp. 49-51.

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746 Outright relief was the least significant clause in the scheme.[22] Generally speaking, the same principles were applied to rural relief programs in combating natural calamities. Under the slogan of "famine-relief-through-economy," the people were advised to economize, "to substitute unprocessed food for processed foods," to use ersatz foods, and to adulterate grain, presumably with leaves and bark.[23]

731 746 When the chairman of the Production Relief Committee of the East China Military and Political Committee made his report in 1950, he stated that floods, drought, insect invasion, hail, typhoons and snow in the region during the preceding year had made 16,000,000 people refugees, and more than 4,000 were dead from 746 starvation. The same report announced that hundreds of thousands of wells had been sunk and repaired for the prevention of drought in Shantung, embankments and dikes had been repaired and built for the prevention of flood in Anhwei, and many miles of sea wall were reenforced in southern Kiangsu. Apparently these preventative measures also served as work relief projects. It also reported that water conservation works, the chief means of work relief, had called for the mobilization of 630,000 refugees in northern Anhwei, 1,400,000

22. Ibid., pp. 52-60.
23. Ibid., p. 50.

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refugees in northern Kiangsu, and 700,000 in Shantung.[24] During the same year, 190,000,000 refugee laborers were mobilized in Anhwei and northern Kiangsu to build and repair embankments along the Yangtze and Hwai rivers.[25]

[73] Drought also struck Fukien Province in 1954. For relief, the provincial government earmarked JMP$2,400,000 (US$960,000) new currency in 1955, particularly for the three southern coastal administrative districts of Min-hou, Chin-chiang, and Lung-ch'i. The emergency directive stressed that the local authorities must guide the people to carry out production and spring plowing for "self-salvation."[26]

The Shantung provincial government also reported that many households in that province were in danger of starvation in 1954, especially in the Yellow River and Grand Canal flooded area. The central government appropriated relief funds equivalent to US$12,400,000 for the general relief of Shantung.[27]

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24. Hsin-hua Yueh-pao [New China Monthly], Vol. II, No. 4, Peking, Aug. 15, 1950, pp. 819-820.

25. Jen-min Shou-ts'e 1950 [People's Handbook 1950], Peking, 1950, Section [7] keng p. 20.

26. Survey of China Mainland Press, Hong Kong, American Consulate General, No. 1054, Supplement, May 24, 1955, p. 17.

27. Ibid., p. 21.

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• 746 As to urban unemployment, Shanghai in East China was most seriously affected among the large cities on the Mainland. The All-China Federation of Trade Unions published an open letter to all its members on April 20, 1950 on the need of relief for the unemployed in Shanghai and other cities. It estimated that there were 150,000 unemployed, jeapordizing the livilihood of 500,000 workers and family dependants. In addition to other common causes for unemployment, East China, particularly the Shanghai area, had suffered bombardment by the Nationalist air force in the early days of the Communist regime. The Shanghai Federation of Trade Unions, called on all employed workers to contribute one day's pay for the relief of unemployed families.[28] At a work relief conference in Peking called by the Department of Labor in April 1954, it was reported that from July 1950 to the end of 1953 the Labor Bureau of the Shanghai People's Government had obtained work for 256,200 people.[29]

V. CHILD WELFARE

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858 In 1931, following the international practice of dedicating one day in the year to the children, April fourth was promulgated as China's Children's Day by the Nationalist Government.

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28. New China Monthly, Vol. II, No. 1, May 15, 1950, pp. 64-65.

29. Ibid., No. 5, May 1954, pp. 157-58.

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657 families of "martyrs" and servicemen were
729 participating in mutual-aid groups and co-operatives, and many had been elected officials of these organizations. Others were elected as delegates to the People's Congress or to village cadres.[42] The People's Daily (Jan. 25, 1955) reported that 382 rehabilitated veterans had been elected "labor models" in July 1954. The same paper reported that there was a 20 per cent increase in the number of families of servicemen joining mutual-aid groups and co-operatives in 1954 over the number in 1953.

VII. CONCLUSION

657 In almost all documents concerning public
746 welfare and relief in Communist China the emphasis is on production and labor power rather than human life and welfare. In regard to famine relief in the rural areas as well as unemployment relief in the cities, the people are asked to save themselves by "self-help-through production". Even their concern for the welfare of women and children centers upon the labor power which may be derived. In the charter of the People's Relief Administration, Article 2 explains its function in the following sentence: "This Administration is an organization of the people under

42. New China Monthly, No. 2, Feb. 1955, p. 19.

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657 the leadership of the Central People's Government to unite and guide.. relief and welfare workers to help the Government in the organization of the masses for the promoting of production and economy, labor and mutual-aid, so that the relief and welfare works for the masses of the people shall be enhanced."[43] The emphasis is on production rather than on relief.

When one understands the Communist attitude toward public welfare, it is easier to grasp the overwhelming plight of those within the Soviet orbit who become the victims of calamities. Perhaps no written passage could illuminate the situation so vividly and succinctly as a parable recounted in one of the ancient Chinese classics.

> "In passing by the side of Mount Thai, Confucius came on a woman who was wailing bitterly by a grave...'Your wailing', said he, 'is altogether like that of one who has suffered sorrow upon sorrow.' She replied, 'It is so. Formerly, my husband's father was killed here by a tiger. My husband was also killed... and now my son

43. Ho-pei Jih-pao [Hopei Daily], Paoting, May 5, 1950, p. 1.